APPRENTICESHIP AND INDUSTRY TRAINING REVIEW COMMITTEE

Final Report

Submitted For Consideration
To
The Honourable Rick Orman
Minister of Career Development and Employment

February 1988

Alberta
APPRENTICESHIP AND INDUSTRY
TRAINING REVIEW COMMITTEE

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February 22, 1988

Honourable Rick Orman
Minister of Career Development
and Employment
126 Legislature Building
Edmonton, Alberta
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Dear Mr. Orman:

I have the honour of submitting the Final Report of the Apprenticeship and Industry Training Review Committee, on behalf of and with the full concurrence of the members of the Committee.

Respectfully submitted,

John Ritter, Chairman

P. Conboy

E. Kolesch

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M. Stanley-Venne

JDR/jdk
encl.

APPRENTICESHIP AND INDUSTRY TRAINING REVIEW COMMITTEE

SUMMARY OF RECOMMENDATIONS

Recommendation 1: That the Review Committee fully supports apprenticeship training in Alberta, and recognizes it to be a positive contribution to the economic prosperity of the Province and to individual Albertans.

Recommendation 2: That the Manpower Development Act be repealed, and in drafting new legislation, the intention and objectives of apprenticeship training be clearly specified as part of the Act, to aid in the consistent interpretation of its various provisions.

Recommendation 3: That the structure of the Act be changed to offer the following legal protections:

a) to all trades, exclusive right to the use of the trade title commonly used in Alberta, and

b) to compulsory trades, both the right to title and exclusive right to perform the functions of that trade in Alberta, based upon the need for safety and public protection.

Recommendation 4: In the matter of compulsory participation, the Review Committee recommends:

a) that the current designations of "Proficiency Trades" and "Qualification Trades" be discontinued and replaced by "Compulsory" and "Voluntary" Apprenticeship Trades;

b) that in the interest of Public Safety, the Minister should designate the following trades as "Compulsory Trades":

i) Electrician,
ii) Plumber,
iii) Steamfitter - Pipefitter,
iv) Gasfitter,
v) Motor Mechanic,

vi) Heavy Duty Mechanic,

vii) Elevator Constructor,

viii) Recreation Vehicle Mechanic,

ix) Motorcycle Mechanic, and

x) Auto Body Mechanic;

c) that apprenticeship in all trades not designated "Compulsory Trades" will be voluntary, except those which upon application to the Apprenticeship and Trade Certification Board by the majority of industry representing employers and employees equally, and with the approval of the Minister are designated to be compulsory trades;

d) that in view of the fact that certain occupations perform certain functions covered under the trade description of a "Compulsory Trade", the Minister may exclude these occupations from the compulsory provisions of the Act, if it can be demonstrated that the public is adequately protected by either another Act or regulatory agency; or if such work is performed under the direct or general supervision of a qualified journeyman.

Recommendation 5: That in the matter of cross-crafting, the Review Committee recommends:

a) new legislation should include provisions which recognize the unique skill demands of the various industrial sectors, most significantly, Construction, Manufacturing and Processing, Service and the Public Sector;

b) better articulation between related trades by:

i) grouping trades working in similar fields,

ii) combining delivery of common theoretical elements,

iii) allowing certified journeymen to take individual modules in related trades, and

iv) reducing the requirement to engage in a second full apprenticeship to acquire a second trade in a related field; and

c) the Minister be provided the authority to exempt firms or industries from the application of certain provisions of the Act on recommendation of the Board; and

d) the current provisions offered by Section 46(e) of the Manpower Development Act be amended to include not only "factory, and mass production", but also the "processing industries".

Recommendation 6: That in order to establish the Board as the central mechanism for the management of apprenticeship training and certification:

a) the Board be provided greater latitude and responsibility in the exercise of powers under the Act; and

b) the Board be accountable to the Legislative Assembly through the Minister of Career Development and Employment, and submit to the Assembly an annual report of its activities throughout the year.

Recommendation 7: That the Board be empowered to rule on accreditation of programs where those arrangements are in direct conflict with the interests of the trade, apprenticeship or the economic goals of the province.

Recommendation 8: In view of the fact that the policies and decisions made by the Board may have a significant impact on the general public, the Review Committee recommends that:

a) a minimum of two members of the Board shall represent the general public;

b) one of the two members representing the general public shall be an MLA; and

c) the Public members shall have full voting rights, be entitled to the same privileges, and have the same responsibilities as the members representing employers or employees.

Recommendation 9: That apprenticeship continue to operate a decentralized delivery system but offer only those apprenticeship programs where enrolment numbers warrant. Where economically viable, preference should be given to offering trade programs in smaller institutions where the majority of registrants are not employed in the major urban centres.

Recommendation 10: That the western provinces and territories be encouraged to co-ordinate the delivery of apprenticeship programs with small registrations on an inter-provincial/territorial basis.

Recommendation 11: That the Ministers With Labour Market Responsibilites be requested to ensure mobility and accreditation of all apprentices in the Red Seal trades on an inter-provincial basis.

Recommendation 12: That the practice of exchanging Red Seal Certificates issued by other provinces for Alberta Certificates be curtailed, allowing the journeyman to work in the Province on the strength of the Red Seal alone.

Recommendation 13: That existing legislation (i.e. Manpower Development Act, Electrical Protection Act, Gas Protection Act, Boilers and Pressure Vessels Act, and Fire Protection Act) be amended as and where required to delineate clearly the separate responsibilities of Career Development and Employment: to provide training and certification for tradesmen and to ensure standards of competence required to obtain a journeyman certificate; and Labour: to ensure standards of competence above journeyman qualifications where required by Labour's legislation.

Recommendation 14: That a permanent mechanism be established between the Departments of Career Development and Employment and Advanced Education to facilitate planning of course offerings and resource allocation.

Recommendation 15: That the apprenticeship training model be expanded in order to become more available and responsive to the needs of those

industries currently not being served by the present apprenticeship system.

Recommendation 16: That Alberta Career Development and Employment actively promote the system of apprenticeship training with emerging industries to meet training demands in new occupations.

Recommendation 17: That the Minister of Career Development and Employment establish an Industrial Training Advisory Panel to enable industry to articulate its training needs and share in the planning and implementation of the industrial training program.

Recommendation 18: That the department take measures to aggressively market the industrial training program among its stakeholders: education, industry, government and the public.

Recommendation 19: That individuals should be encouraged to compete for available opportunities, and:

a) that appropriate programs are essential to assist individuals who are confronted by barriers to entering the labour force, including but not limited to women, aboriginal people, visible minorities, and the handicapped, to compete in a difficult job market; and

b) employers actively encouraged to make apprenticeship positions available to these sectors of society.

Recommendation 20: That a better link be established between secondary education, and apprenticeship and industrial training by offering a more relevant curriculum which enables students to make clear career choices and equips them with the basic, generic skills required to enter the world of work; and that a system of career exploration and pre-employment courses be provided to young people without adequate secondary education to assist these individuals to establish themselves in the workforce.

Recommendation 21: That, in the event that a contract of apprenticeship has been initiated and subsequently interrupted, where it is deemed

to be in the best interests of the apprentice, the Board, through the Executive Director, be allowed to maintain the registration of an apprentice and to work in co-operation with employee or employer organizations to assist the apprentice to fulfill the terms of his/her apprenticeship.

Recommendation 22: That Apprenticeship and Trade Certification examine alternative delivery mechanisms such as competency-based apprenticeship training (CBAT), modular curricula, evening classes, correspondence courses, computer-based instruction, and day-release scheduling, particularly as these apply to the needs of new apprenticeship programs.

Recommendation 23: That the current system of ad hoc delivery of journeymen updating be encouraged, and that:

a) such programs be offered by technical training institutions on a full cost recovery basis to individuals and industry; and

b) upon the request of the delivering institution, updating programs may be submitted to the appropriate Provincial Apprenticeship Committee for approval and certification by the Board as an approved program.

Recommendation 24: That the Act governing apprenticeship and trade certification be amended to bring it in line with other Acts governing the designation and regulation of professions and occupations, and the policy governing such legislation. Provision should be made for Provincial Apprenticeship Committees to apply for self-governing trade status, granting limited powers to administer the regulations pertaining to that trade, upon demonstration that the self-governing trade committee fairly represents the interests of all concerned with the trade, and is capable of administering the regulations fairly and responsibly.

Recommendation 25: That, while the Review Committee feels that employment subsidies are inappropriate for apprenticeship training, if they are

to remain, such programs should continue for the duration of the period of indentureship through to certification.

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CHAPTER 1.0 ESTABLISHMENT OF THE APPRENTICESHIP AND INDUSTRY TRAINING REVIEW PROCESSES

1.1 INTRODUCTION

The Honourable Rick Orman, Minister of Career Development and Employment, created the Apprenticeship and Industry Training Review Committee on April 15, 1987. The Review Committee consisted of the following members:

John Ritter, Chairman;
Peter D. Conboy;
Ekkehard Kolesch;
William Marlowe;
Brian McClelland; and
Muriel Stanley-Venne

The mandate of the Review Committee was to examine the current state of training and certification of the skilled work force in Alberta and to identify needs and directions for the future. During the course of the review, the Committee considered:

a) the current apprenticeship model and alternatives;
b) voluntary and compulsory participation in apprenticeship;
c) voluntary and compulsory certification;
d) workers' job and geographic mobility;
e) workers' safety;
f) general public's interests including consumer protection respecting the quality of work and public safety issues;
g) the overlap of the roles and responsibilities of various government departments;
h) employers' needs and rights and employees' needs and rights;
i) the role of the government, labour, management, and the general public in the development of a skilled workforce with respect to:
   (i) on-the-job and institutional training components,
   (ii) apprenticeship training costs,
   (iii) the granting of credit to trade related programs,
   (iv) monitoring or regulating the work place and enforcement of legislation, and
   (v) small business versus the large corporation's ability to train workers;

j) non-traditional industrial training and its place in developing a skilled work force;

k) the needs of emerging occupational areas, such as tourism and the processing industry, for a skilled work force; and

l) such other related issues as may arise or be referred by the Minister.

The Committee received information from the public via two mechanisms:

a) written submissions, and

b) oral presentations at public meetings.

That information, and the collective and individual experience of the members of the Review Committee, form the basis for the recommendations contained in this report.

The Review Committee was assisted in its work by a twelve member Advisory Panel, also appointed by the Honourable Rick Orman. The Advisory Panel comprised Dr. Stan Cassin, MLA (Chairman), Florin Bergh, John Briegel, Sandra Scott, and the eight members of the Apprenticeship and Trade Certification Board not sitting on the Review Committee: Gordon J.W. Campbell, Michael Frances Folk, Terry Green, Ephraim Haas, Norma Meroniuk, John Rodden, James E. Ross, and Jakob T. (Jake) Thygesen.

The role of the Advisory Panel was to examine the Review Committee's findings and to advise it on any other referred matters. During the course of the public meetings and preparation of recommendations, the Advisory Panel had the opportunity to comment on the work of the Review Committee, and ultimately to review the final recommendations of the Committee and provide comment directly to the Minister.

1.2 THE STRUCTURE OF THE REPORT

The work of the Review Committee was directed toward carrying out a thorough review of the existing apprenticeship training system, and the role which apprenticeship would play in industrial training in the coming years. Chapter 2 presents an overview and summary of the public input which the Review Committee received through written submissions and public

hearings. Chapter 3 addresses the issues raised by the public pertaining to the current structure and practices of apprenticeship. Chapter 4 looks toward the future, discussing the anticipated needs of industrial training and recommending possible initiatives to address these needs. Finally, Chapter 5 offers a final word on apprenticeship training, its past and its future. There are also two appendices which provide a full list of submissions to the Review Committee and a background summary of apprenticeship training and the perceived economic goals of the province.

The issues addressed by the Review Committee were not always new. Many relate to the fundamental principles of apprenticeship and, as such, they directly affect each participant in the system. These issues are complex and may never be resolved to everyone's satisfaction. While the Review Committee has endeavoured to present definitive recommendations on each issue, the Committee also recognizes that these are often very sound and well supported positions to the contrary. The discussion on each issue contained in the Report attempts to balance the position taken by the Review Committee with these alternative approaches in order to reflect fairly the diversity of opinion represented in the written submissions and the public hearings.

CHAPTER 2.0 SUMMARY OF PUBLIC INPUT

2.1 INTRODUCTION

Following the Minister's announcement in April, the Alberta public participated in the Review of Apprenticeship and Industry Training through submission of written briefs and presentations at public meetings. Many used both avenues to present their concerns.

2.2 WRITTEN SUBMISSIONS

The Review Committee received 243 written submissions. (A complete list of those who made submissions to the Review Committee is provided in Appendix A.) Some individual participants in apprenticeship, particularly the apprentices themselves, and industries not currently involved in apprenticeship training, were not well represented in the written submissions. However, since many of the submissions represented the views of the members of associations, unions, industries, or companies, it is reasonable to conclude that most of the stakeholders in Alberta's apprenticeship and industry training system voiced their attitudes and concerns to the Review Committee. The origin of the written submissions is summarized in Table 2.1

2.3 PUBLIC MEETING PRESENTATIONS

Public meetings were held in nine Alberta communities for 12 days during September and October. Participation in the public meetings is summarized in Tables 2.2 and 2.3. Table 2.2 presents an analysis of presenters in the nine meeting locations. The most popular venues were the large urban centers, Calgary and Edmonton with 64% of the presentations heard during the five days the Review Committee spent in these two cities.

Table 2.1

Summary of the Origins of the Written Briefs Received by the Review Committee

SUBMITTER TYPES		Number
1. Employers		111
Assocations	29	
Individuals	82	
2. Employees		54
Associations	20	
Individuals	34	
3. Joint Employer/Employee		10
4. Other		68
Educators	24	
A&TC Staff	11	
Other Government	9	
Other	24	
TOTAL		243

As with the written submissions, the majority of public meeting presenters represented employers' interests. Employees' and others' views were each represented equally by the remaining presenters. The affiliations of those making presentations at the public meetings are summarized in Table 2.3.

Throughout the hearings, the public was encouraged to ask questions, make impromptu presentations and engage in a free exchange of ideas.

Table 2.2 SUMMARY OF PARTICIPATION AT PUBLIC MEETINGS

MEETING LOCATION	PRESENTERS								
	EMPLOYERS		EMPLOYEES		JOINT EMPLOYER/ EMPLOYEE	GOVERNMENT	EDUCATION	OTHER	TOTAL
	Individual	Association	Individual	Association					
1. Ft. McMurray	4	0	2	0	0	0	3	0	9
2. Grande Prairie	2	0	0	0	0	0	1	0	3
3. Lethbridge	2	0	1	0	0	2	1	0	6
4. Medicine Hat	4	0	0	0	0	0	1	0	5
5. Calgary	8	2	9	7	1	2	2	2	33
6. Edmonton	13	11	1	10	1	6	3	0	45
7. Red Deer	2	1	1	0	0	1	1	0	6
8. Vermilion	3	0	0	0	0	1	2	0	6
9. Edson	5	0	0	1	0	0	2	0	8
TOTAL	43	14	14	18	2	12	16	2	121

Table 2.3

Summary of Affiliations of Those Making Presentations at Public Meetings

SUBMITTER TYPES		Number
1. Employers		57
Assocations	14	
Individuals	43	
2. Employees		32
Associations	18	
Individuals	14	
3. Joint Employer/Employee		2
4. Other		30
Educator	16	
A&TC Staff	3	
Other Government	9	
Other	2	
TOTAL		121

2.4 ISSUES ADDRESSED BY THE PUBLIC

Issues raised by the public in the written submissions and oral presentations can be placed within five broad categories:

1. Scope of Apprenticeship Training

   Issues in this category relate to the trades and occupations encompassed by apprenticeship and industry training, pre- and post-apprenticeship training, and the accessibility of occupational training opportunities.

2. Training Models and Practices

   This category includes issues related to the training models and practices currently in use, and those with potential for future application to industry and apprenticeship training. Topics such as day release training, program content, modular training, and other instructional methodologies are accommodated within this issue category.

3. Participation

Issues concerning who receives apprenticeship and industry training are included in this category. Thus, topics dealing with compulsory versus voluntary participation and the process for trade designation are grouped under participation.

4. Certification

Issues pertaining to and emerging from certification for apprenticeship and industry training are isolated in this category; for example voluntary versus compulsory certification, tradesman mobility and cross-crafting.

5. Roles of Participants

This category clusters issues which relate to roles played by the various participants in apprenticeship and industry training in Alberta. The participants include government, industry and trainees/apprentices. Issues covered include training costs, enforcement of the legislation, and government department overlap.

All the issues identified under each of these five broad issue categories are itemized in Table 2.4.

The preceding gives an overview of the input received by the Review Committee from the public. In total, 467 discrete recommendations were isolated from the 243 submissions, many of which reflected conflicting points of view. The Review Committee also conducted an examination of its perception of the economic goals of the province, summarized in Appendix B, and the relationship of apprenticeship and industry training to the achievement of those goals. It was the Review Committee's task to synthesize the public input, the perceived economic and training goals, and their own broad experiences within Alberta's apprenticeship and industry training system, into a uniform set of recommendations that would facilitate Alberta's economic vitality in the future.

Table 2.4 ISSUES CATEGORIES: REVIEW OF APPRENTICESHIP AND INDUSTRY TRAINING

SCOPE OF APPRENTICESHIP TRAINING	TRAINING MODELS AND PRACTICES	PARTICIPATION	CERTIFICATION	ROLES OF PARTICIPANTS
1A Currently Designated Trades	2A Apprenticeship	3A Voluntary/ Compulsory	4A Voluntary/ Compulsory	5A Government Department Overlap
1B New Occupations	2B Employers'/ Employees' Needs & Rights	3B Criteria for Designation	4B Criteria for Designation	5B Roles of Board and Apprenticeship Committees
1C Transitional Training	2C Curriculum	3C Process for Designation	4C Safety/ Public Protection	5C Roles of Employer/ Employee Associations
1D Entry Requirements/ Upgrading	2D Instruction		4D Mobility	5D Training Costs
1E Journeyman Updating/ Upgrading	2E Alternative Approaches to Training		4E Cross-crafting/ Sub-journeymen	5E Monitoring Regulating Enforcing
1F Equity Access	2F C.B.A.T./ Modular Training		4F Jurisdiction	5F On-The-Job/ Institutional Training
	2G Examinations			5G Training Capability of Large/Small Firms
	2H Certification Criteria			5H Employer/Apprentice Financial Assistance
	2I Technological Innovations			5I Transfer of Credit
	2J Centralization/ Regionalization			
	2K Accreditation			
	2L Access to Training			
	2M Financial Support for Apprentices Attending Technical Training			

CHAPTER 3.0 RECOMMENDATIONS REGARDING CURRENT APPRENTICESHIP PRACTICES

3.1 INTRODUCTION

The foregoing chapter provides a summary of the public opinion received through written submissions and public hearings. The concerns of the public focussed primarily on the existing structure and practices of the current apprenticeship system. Therefore, this chapter also addresses issues of existing structures and current practices leaving concerns and recommendations regarding the future of apprenticeship and industrial training to a later chapter.

Each of the following sections provides an outline of the broad concerns as perceived by the Review Committee from the understanding it received through the written submissions and oral presentations. This is followed by an analysis of the relevant issues and recommendations. In a few of the most contentious areas, the Committee recognized that there was significant public support for each contending position. The Review Committee selected a range of options which it considered to be most viable, and has made recommendations which, in the opinion of the Committee members, represent the best resolution of the issue in the best interests of the Apprenticeship system as a whole. In identifying these alternatives, the Review Committee recognizes the important contribution made by the Advisory Panel in its consideration of draft recommendations.

3.2 THE CURRENT APPRENTICESHIP STRUCTURE

The single most prevalent theme present in submissions and presentations from the various groups concerned with apprenticeship training was an overwhelming support of the principle of apprenticeship. There was a belief expressed by all participants that this system is an important segment of industrial training and is therefore a beneficial instrument enabling and providing for an improved potential for the diversification of the Alberta economy. Apprenticeship training, as it is currently structured in the province, produces quality trades people and is highly regarded by all participants.

Recommendation 1: That the Review Committee fully supports apprenticeship training in Alberta, and recognizes it to be a positive contribution to the economic prosperity of the province and to individual Albertans.

3.2.1 The Apprenticeship System in Law and in Practice

Those involved in apprenticeship training are aware of the careful balance which must be maintained between the needs and rights of employers and employees. Employers, to sustain productivity and a competitive position in the marketplace, need a skilled and flexible workforce. Employees, to ensure their long-term employability, need training which provides a broad generally recognized educational base to ensure their ability to move between employers, occupations and regions.

The Manpower Development Act requires revision to simplify the key concepts and bring the structure and provisions of the apprenticeship and trade certification system into line with industry practice. Confusion exists in the minds of many employers and apprentices as to the application and requirements of the Act, and some employers feel that elements of the Act, particularly those pertaining to trade certification, restrict the flexibility of employers to assign work on the job site. In revising the Act, an opportunity exists to draft legislation which will contribute to the economic development of the province, and define the purpose of the program more clearly. At the same time, the basic principles of the legislation can be evaluated, retained or amended as required.

Recommendation 2: That the Manpower Development Act be repealed, and in drafting new legislation, the intention and objectives of apprenticeship training be clearly specified as part of the Act, to aid in the consistent interpretation of its various provisions.

3.3 BASIC ISSUES

The apprenticeship training model is extremely complex, involving employers, employees, the Apprenticeship and Trade Certification Board, Local and Provincial Apprenticeship Committees, Departmental staff from both the federal and provincial governments, post-secondary institutions

and, of course, the apprentices. At its peak in 1982, over 21 500 apprentices were scheduled for technical training in 14 public post-secondary institutions and three private technical schools in the 48 designated trades for which apprenticeship training was available. At present, there are approximately 19 000 apprentices registered, with 12 000 of these attending technical training classes. Entry requirements, curricula and examinations for each trade are developed by the Provincial Apprenticeship Committees and revised regularly to ensure that apprentices are kept abreast of technological developments in their trade. The model on the whole is a very successful and highly effective training mechanism, given its scope and scale.

However, throughout the history of apprenticeship training, and not just in Alberta, certain basic issues remain unresolved to the satisfaction of all. These issues either form or impact directly upon the foundations of the apprenticeship system, and have a direct effect on the economic well-being of all participants. Not surprisingly, the various proponents on these issues offer strong and well-articulated arguments in support of their positions, which all have merit, but unfortunately, are often contradictory. The challenge is to choose a position on these basic issues which balances the interests of all concerned without offering one group an unfair advantage over another. For those who have been associated with apprenticeship training for any length of time, the following discussions on compulsory certification, compulsory participation and cross-crafting will not be new or unexpected.

3.3.1 Compulsory Certification

The first central principle which came into question was that of compulsory certification and how the apprenticeship system should approach the regulation of trade jurisdictions through the certification of journeymen. The Act currently provides for the designation of two types of trades: qualification trades, in which certification is not compulsory, and proficiency trades, in which, for reasons of public protection or general safety, certification is mandatory.

The distinction between the two types of trades is a recognition of the need for some element of control over who is qualified to perform certain functions in the workplace. The issue of public safety, or in the broadest sense, the protection of the general public from imminent harm or danger, remains the paramount concern in the designation of trades. Much of the work done by journeymen is subject to the inspection of a regulatory authority, but the vast majority of their work is neither inspected nor conducted under supervision. While mandatory trade certification cannot guarantee competent workmanship, at minimum, it can ensure that the individual has been trained in the area and is aware of possible dangers to him/herself, other workers, or the public. Without mandatory certification, there would be no restriction on persons who may knowingly or unknowingly engage in potentially dangerous activities.

Mandatory certification does, however, present severe constraints on employers in the assignment of work on the jobsite. Non-certified workers who, in the estimation of the employer, are capable of safely completing a task are prevented from doing so. Often, trade union jurisdictions are either congruent or confused with trade descriptions leading to trade regulations being used inappropriately to resolve labour disputes. Few submissions questioned the need to protect the public or that the designation of proficiency trades results in a significant measure of public protection. However, a considerable divergence of opinion was presented concerning how such protection could be offered while also offering employers and employees the flexibility they required to work efficiently in all work settings.

Much of the inflexibility imposed by trade certification results from the current structure of the Act and Regulations. A new structure might provide a more flexible framework in which trades and industries could work. The alternative would be to change the basic protection offered under the Act to "protection of title". Briefly, this would mean that only those persons with specific qualifications (normally a journeyman's certificate) would be allowed to refer to him/herself by the title or name specified under the Regulations. For example, only a certified electrician or carpenter could offer their services under the title of "electrician" or

"carpenter", respectively. This would not limit, however, someone not using that title from performing similar functions.

However, because of the need for some protections under the Act in the interests of public and worker safety, a further protection would be offered to those trades where mandatory certification would be required. In addition to protection of title, those trades would also be offered a restricted "scope of practice", similar to the existing provision under the current trade regulations. As a result, only certified journeymen would be allowed to use a protected title, and only qualified tradespeople would be allowed to perform certain tasks on the worksite.

This proposal is consistent with the legal protections currently offered other professional and occupational groups in Alberta and would therefore begin to bring the regulation of the trades into line with the more general approach to such legislation in the province. Secondly, it provides for sufficient regulatory authority to ensure the safety of the public while also offering greater flexiblity in the assignment of work.

Recommendation 3: That the structure of the Act be changed to offer the following legal protections:

a) to all trades, exclusive right to the use of the trade title commonly used in Alberta, and

b) to compulsory trades, both the right to title and exclusive right to perform the functions of that trade in Alberta, based upon the need for safety and public protection.

3.3.2 Compulsory Participation

The issue of compulsory participation was one of the most contentious issues encountered by the Review Committee. This issue was addressed frequently in both the written submissions and oral presentations and figured prominently in the arguments presented in support of other issues.

Under the current legislation, participation in the apprenticeship training system is compulsory. The prevailing belief of those who support compulsory apprenticeship is that the interests of both employers and

apprentices can only be protected by a mandatory requirement to participate. In this way, apprenticeship training is made available to anyone working in the trade who is not a certified journeyman. Moreover, employers who engage apprentices, with the attendant costs and inconveniences, need not face an unfair competitive advantage from those who do not. On the other hand, those who oppose compulsory apprenticeship agree that mandatory participation places unreasonable restrictions on the flexibility of participants. Because compulsory apprenticeship is not enforced comprehensively, and to a large degree not even understood by employers or apprentices, the opponents of compulsory participation in apprenticeship feel that, in reality, participation today is effectively voluntary. To its credit, the very high level of participation in the system is recognized by all to be due to the quality of the training provided, the relevance of the training to employer needs and the educational efforts of field staff which encourage participation rather than compel it.

It is for these reasons that the Review Committee has chosen to link both compulsory participation and compulsory certification to the issue of public safety. The Committee recommends that the compulsory provisions of the Act which pertain to certification should also apply to participation. As discussed in the previous section, much of the work done by journeymen is subject to the inspection of a regulatory authority which is directly concerned with protection of the public. However, while the work of many trades are controlled by such agencies, others are not. To abandon the compulsory provisions of the Act entirely would leave the public unprotected. As a result, the Review Committee suggests that those trades which are otherwise unregulated be retained as compulsory trades to ensure that the safety of the public is maintained. Provision should also be made for trades not designated compulsory, to apply to the Board and put its case forward in support of a compulsory designation.

In adopting this position, the Review Committee took into consideration the role which compulsory participation plays in providing equal opportunity to all engaged in the trade. However, the Review Committee also recognizes the need for greater flexibility in the designation of trades in the future. Apprenticeship training may be of considerable benefit to the new

and emerging trades of the future. However, compulsory participation may be inappropriate or in fact, even be an obstacle to designation, preventing these occupations from receiving training. Therefore, the Review Committee is of the opinion that a generally voluntary apprenticeship system will provide greater flexibility to better meet the needs of industry training in the future.

Recommendation 4: In the matter of compulsory participation, the Review Committee recommends:

a) that the current designations of "Proficiency Trades" and "Qualification Trades" be discontinued and replaced by "Compulsory" and "Voluntary" Apprenticeship Trades;

b) that in the interest of Public Safety, the Minister should designate the following trades as "Compulsory Trades":

i) Electrician,
ii) Plumber,
iii) Steamfitter - Pipefitter,
iv) Gasfitter,
v) Motor Mechanic,
vi) Heavy Duty Mechanic,
vii) Elevator Constructor,
viii) Recreation Vehicle Mechanic,
ix) Motorcycle Mechanic, and
x) Auto Body Mechanic;

c) that apprenticeship in all trades not designated "Compulsory Trades" will be voluntary, except those which upon application to the Apprenticeship and Trade Certification Board by the majority of industry, representing employers and employees equally, and with the approval of the Minister are designated to be compulsory trades.

d) that in view of the fact that certain occupations perform certain functions covered under the trade description of a "Compulsory Trade", the Minister may exclude these occupations

from the compulsory provisions of the Act, if it can be demonstrated that the public is adequately protected by either another Act or regulatory agency; or if such work is performed under the direct or general supervision of a qualified journeyman.

3.3.3 Cross - Crafting

For the purposes of this discussion, it is necessary to define "cross-crafting" in order to ensure clarity. The Review Committee considered cross-crafting to occur when a journeyman or an apprentice engages in tasks which are outside of the scope of the trade area for which that person is qualified or trained, but are within the scope of another trade for which that person is not qualified.

Cross-crafting becomes a legislative problem in the proficiency trades where there are, at times, extenuating circumstances making it economically justifiable for individuals to involve themselves in the work of other trades in which certification is compulsory. This results from the application of broad, general trade descriptions to the completely different job-sites in an industry. As new industries emerge in the province and as technology and competition force changes in the ways that existing industries function, it becomes more apparent that some recognition must be given to the unique requirements of the various industrial sectors.

Cross-crafting is a reality in the workplace today. The current Act makes provision for cross-crafting between Proficiency trades, so long as the particular task comes within the trade description of both. These provisions are limited, however, as they preclude non-tradesmen from working in trade areas, qualification tradesmen from working within the scope of the proficiency trades, or proficiency tradesmen from working outside of their trade, even though to do so may be quite safe within the context of the individual worksite. Often, in such cases, it is inefficient or illogical to attempt to accomplish these tasks "legally". Consequently, many firms and employees are forced to act outside the law, with untrained or semi-trained staff performing dangerous functions. In

recognition of this widespread practice, some authority to provide exemptions should be provided under the Act to allow for both the unique forms of enterprise at work in the province now and in the future, and the unique combinations of skills required in their workers.

However, to deal successfully with the issue of cross-crafting, it is necessary to ensure that, ultimately, the individual is adequately trained to complete the task in a safe and competent manner. There is general agreement among all parties that apprenticeship training is intended to provide the apprentice with a broad knowledge of the trade, while post-apprenticeship training or updating programs are designed to make the journeyman a specialist in a given field. It seems unnecessary for journeymen to be required to complete a full apprenticeship in another trade to be able to perform the tasks unique to their particular worksite or field of specialization, competently and safely. It is, however, necessary to provide an avenue through which qualified journeymen can expand their skills to include the functions of related trades.

In order to provide for better access to training in related fields, the Review Committee recommends that related trades be grouped together with common theoretical and technical elements identified and delivered on a combined basis. Further, within these trade groupings, a system of complete program modules should be developed in areas of each trade which are commonly associated with other related trades. Certified journeymen would be allowed to take these modules, and upon completion of appropriate work experience, would be properly examined. This, of course, would require considerable effort on the part of Provincial Apprenticeship Committees to enhance the articulation of each trade program with related trades, and to accept other technical and on-the-job training programs from other related trades for credit in their own. These recommendations would not only reduce the need to engage in a second full apprenticeship, but also reduce the time required to acquire a second trade.

Recommendation 5: That in the matter of cross-crafting, the Review Committee recommends:

a) new legislation should include provisions which recognize the unique skill demands of the various industrial sectors, most significantly, construction, manufacturing and processing, service and the public sector;

b) better articulation between related trades by:

i) grouping trades working in similar fields,

ii) combining delivery of common theoretical elements,

iii) allowing certified journeymen to take individual modules in related trades, and

iv) reducing the requirement to engage in a second full apprenticeship to acquire a second trade in a related field; and

c) the Minister be provided the authority to exempt firms or industries from the application of certain provisions of the Act on recommendation of the Board.

d) the current provisions by Section 46(e) of the Manpower Development Act be amended to include not only "factory, and mass production", but also the "processing industries".

3.4 THE ROLE AND COMPOSITION OF THE APPRENTICESHIP AND TRADE CERTIFICATION BOARD

Much of the concern regarding the inability of the apprenticeship system to respond to the requirements of industry in a timely manner focused upon the limited authority which the Board exercises.

The present Apprenticeship and Trade Certification Board operates mainly as an advisory committee to the Minister of Career Development and Employment under the guidelines and policies established under the Manpower Development Act. The Board exerts a minimal role in setting policies with

respect to the apprenticeship program. The tasks of the Board rest largely in the realm of making recommendations on items received from the Provincial Apprenticeship Committees, as well as receiving requests for designation of trades. Very little, if any, of the Board's actions are proactive; the image of the Board is not good and the profile is poor. The Board's activities should be structured to reflect its role in monitoring trades, assisting in regulating trades, and enforcing trade regulations where necessary. Further, it should be clearly recognized that the Board has full responsibility for setting policy, with the Executive Director of Apprenticeship having the responsibility for its implementation.

On the other hand, to others the Board has been perceived as being too remote, inaccessible, and lacking in accountability. The existing powers of the Board are seen to be sufficient and equal to those provided to Boards of a similar standing and substantive function. However, it is clear that there are considerable differences in the way those powers are exercised and the latitude which the Board enjoys in interpreting the Act and regulations. Raising the profile of the Board, providing greater accessibility and accountability, and therefore more intense public scrutiny, would not only contribute to a more effective use of the powers of the Board, but would also ensure greater consistency in its decisions and policies.

Recommendation 6: That in order to establish the Board as the central mechanism for the management of apprenticeship training and certification:

a) the Board be provided greater latitude and responsibility in the exercise of powers under the Act; and

b) the Board be accountable to the Legislative Assembly through the Minister of Career Development and Employment, and submit to the Assembly an annual report of its activities throughout the year.

The Review Committee considered a number of possibilities with regard to the precise powers exercised by the Board, Local and Provincial Apprenticeship Committees and the administration. It was the view of the Review Committee that the powers of the Board as enumerated under the

current Act were sufficient, given the increased latitude suggested in the above recommendations, with only one exception. Under the Manpower Development Act, accreditation of programs is the responsibility of the Provincial Apprenticeship Committees. The Review Committee agrees that this is where the expertise to judge accreditation lies. However, a situation may arise where a decision concerning accreditation may be seen to be protectionist in nature, and against the interests of the trade or the economic goals of the province. In this event, it may be necessary for the Board to review such decisions and request that the Provincial Apprenticeship Committee may reconsider its decision in light of the broader implications the decision may have.

Recommendation 7: That the Board be empowered to rule on accreditation of programs where those arrangements are in direct conflict with the interests of the trade, apprenticeship or the economic goals of the province.

3.4.1 Public Representation on the Board

At present the Board is composed of a chairman; eight voting members representing equally employers and employees; two alternates voting only in the absence of an employer or employee representative; two non-voting members representing the public-at-large; and the Executive Director of Apprenticeship and Trade Certification, who also does not vote. The status of the public members on the Board caused considerable discussion during the hearings. Questions were raised regarding whether public representation is necessary at all, and if so, for what purpose; who could best represent the interests of the public; and whether the public members should be entitled to vote on Board matters.

The constituency which the public member is to represent is both vague and enormous. The primary concerns to which the public member should attend could be public information, public protection, fiscal responsibility or a variety of others. Thus, while the role of the public member needs some clarification, it is the opinion of the Review Committee that the activities of the Board are such that representation from the general public is required.

It was also suggested that the public may be represented best through the appointment of an MLA to the Board. Such an appointment would serve two purposes. First, as an elected member of the Legislative Assembly, the individual would have the knowledge, the exposure and the resources to represent the public interest to the fullest. Second, as an equal partner in apprenticeship training, the broader goals and objectives of government could be represented in Board decisions.

The third and most contentious issue regarding public representation is the voting status of public members. Many of the issues placed before the Board are technical and require some basis of expertise to make an informed decision. Currently, public members do not vote on Board matters, because such decisions are deemed to be the responsibility of the industry representatives. In considering any changes to the voting status of public members, the Review Committee took account of the delicate balance of interests represented on the Board and the impact which voting public members would have on that balance, both numerically and in content. The Review Committee supports full voting status for public representatives, but consideration must be given to the selection criteria used in appointing public members. If the public member is to vote on Board business, that person should also have an appropriate base of experience.

Recommendation 8: In view of the fact that the policies and decisions made by the Board may have a significant impact on the general public, the Review Committee recommends that:

a) a minimum of two members of the Board shall represent the general public;

b) one of the two members representing the general public shall be an MLA; and

c) the Public members shall have full voting rights, be entitled to the same privileges, and have the same responsibilities as the members representing employers or employees.

3.5 CO-ORDINATION OF RESPONSIBILITIES

Apprenticeship affects the activities and policies of a variety of other organizations throughout the provincial government. Throughout the public

hearings many concerns were raised regarding the overlap of responsibilities, redundant activities conducted by two or more organizations simultaneously, unnecessary expenditures and an undue regulatory burden on employers. Many of these concerns were well-founded. In addition to making the following recommendations as the first step to their resolution, the Review Committee has attempted to directly inform those involved of these concerns. The recommendations which follow deal with the more major issues of co-ordination within the apprenticeship system.

3.5.1 Central/Regional Delivery of Technical Training

Apprenticeship technical training is offered through the network of colleges, technical institutes and private vocational schools across the province. This regional delivery system provides access to apprenticeship to people residing in under-serviced areas of the province who would otherwise face severe social, economic or physical barriers in attending technical training in the major urban centres. It also provides these institutions with a basis of expertise and equipment upon which other programs can be built. However, during the current period of reduced enrolments in apprenticeship programs, it has also resulted in a substantial unused capacity in the institutions which is difficult or impossible to reallocate.

In a significant number of presentations, arguments were made for either a centralized or a decentralized training system. Valid arguments can be made for either approach; however, it stands to reason that the cost consideration of either delivery system should have significant impact on the resolution. Therefore, based upon all arguments it appears to be reasonable that courses should be offered where numbers warrant. The course may well be delivered in one institution only and it does not necessarily follow that all technical training should be located in major urban centres.

Recommendation 9: That apprenticeship continue to operate a decentralized delivery system but offer only those apprenticeship programs where enrolment numbers warrant. Where economically viable, preference

should be given to offering trade programs in smaller institutions where the majority of registrants are not employed in the major urban centres.

Recommendation 10: That the western provinces and territories be encouraged to co-ordinate the delivery of apprenticeship programs with small registrations on an inter-provincial/territorial basis.

3.5.2 Inter-Provincial Mobility

Through buoyant economic times and during periods of recession, Alberta has consistently trained approximately 25% of all Canada's apprentices. This relatively high level of apprenticeship training is due, in part, to the high level of inter-provincial migration experienced by Alberta over the past decade. Over 90% of all apprentices who successfully complete provincial examinations also write the Inter-Provincial (Red Seal) examination, if available. Possession of a Red Seal ensures that Alberta's journeymen are free to seek employment throughout Canada. It was, however, pointed out by a number of presenters, that a similar level of mobility was not afforded apprentices who had completed only part of their training.

Recommendation 11: That the Ministers With Labour Market Responsibilites be requested to ensure mobility and accreditation of all apprentices in the Red Seal trades on an inter-provincial basis.

The Review Committee noted further that by issuing Alberta journeyman certificates in exchange for Red Seal Certificates issued by other provinces, employers could be led to believe that those persons were trained in Alberta, had met the higher standards demanded by Alberta, and were familiar with the Alberta worksite. As the practice of exchanging certificates provided little more than an administrative record, the Committee felt that out-of-province journeymen should be allowed to work in the province upon demonstration of the Red Seal certification.

Recommendation 12: That the practice of exchanging Red Seal Certificates issued by other provinces for Alberta Certificates be curtailed, allowing the journeyman to work in the Province on the strength of the Red Seal alone.

3.5.3 Inter-Departmental Co-ordination

The relationships between the Department of Career Development and Employment, with its responsibility for apprenticeship training and trade certification; the Department of Labour, responsible for inspections relative to public safety; and the Department of Advanced Education, responsible for the provision of technical training, are complex and difficult to co-ordinate. However, throughout the hearings and as part of the normal process of inter-departmental co-ordination, efforts have been made to streamline and integrate the activities of these departments. Fiscal restraint has both accelerated this need to eliminate redundant activities, and complicated it as each department seeks to reduce its commitment to activities on the fringe of its mandate, but often essential to the operations of others.

During the Review of Apprenticeship, the Committee received a joint submission from the Departments of Labour and Career Development and Employment, which addresses the areas of overlap between the two Departments. The Review Committee endorses in full the recommendations put forward in the joint submission. In summary, it states:

Recommendation 13: That existing legislation (i.e. Manpower Development Act, Electrical Protection Act, Gas Protection Act, Boilers and Pressure Vessels Act, and Fire Protection Act) be amended as and where required to delineate clearly the separate responsibilities of Career Development and Employment: to provide training and certification for tradesmen and to ensure standards of competence required to obtain a journeyman certificate; and Labour: to ensure standards of competence above journeyman qualifications where required by Labour's legislation.

The Review Committee also heard a number of concerns related to the co-ordination of activities among Career Development and Employment, Alberta Advanced Education, and the various training institutions. Again, these relationships are complex and fundamentally affected by the constraints imposed by the current budgetary position of the federal and provincial governments. Considerable discussion has taken place and continues to

proceed within the provincial government and between the two departments in which a number of the suggestions raised in the hearings have been presented. However, it is clear that a greater degree of structure is required if these issues are to be resolved on an on-going basis.

Recommendation 14: That a permanent mechanism be established between the Departments of Career Development and Employment and Advanced Education to facilitate planning of course offerings and resource allocation.

CHAPTER 4.0 THE FUTURE OF INDUSTRIAL TRAINING IN ALBERTA

4.1 INTRODUCTION

For over four decades, apprenticeship has been at the centre of industrial training in the province. During this period, the system of apprenticeship training has grown and expanded to the point where today, apprenticeship training is available in 52 trades across the full spectrum of industrial sectors operating in the province. This long tradition has also resulted in broad public support for apprenticeship, particularly among employers who themselves at one time had apprenticed and currently regard it as the most appropriate and effective training system available to fill their skilled manpower requirements.

This sustained support for the system is not based merely upon the affections of its participants, but derived directly from the ability of the system to respond quickly to the changing demands of the economy and the workplace. Various studies have shown Alberta's apprenticeship training system to be one of the most responsive in the country. For example, a study by the Economic Council of Canada demonstrated that apprenticeship programs in Alberta responded more accurately to short-term business cycles than any other in Canada. The system is also responding well to long-term structural changes in the Alberta economy as demonstrated by the major shift in apprentice employment from the goods-producing sectors of the economy to the service-producing sectors. With 56% of Alberta's apprentices now employed by service-producing industries, this shift is consistent with the broader structural changes in the Alberta economy which have resulted in a sustained growth in the service sector and are the source of most new employment opportunities.

Apprenticeship training in Alberta must continue to respond to the changing demands for industrial training in the future. Apprenticeship, as a form of training, has a long history. However, by no means has it become antiquated or outmoded. On the contrary, the fast pace of technological change, rapid shifts in the structure of the economy, and the technically sophisticated nature of future occupations, suggest that the model of joint

on-the-job and technical training offered through apprenticeship, with its comprehensive industry input will be even more appropriate to industrial training in the future than it is today. However, to respond appropriately to these changing demands, provision must be made now to provide for the flexibility which will be needed in the future.

In the previous chapter, recommendations were made concerning current practices. Many of these proposals provided for enhanced flexibility in the system, including those which dealt with the restructuring of the Act and the mandatory aspects of certification (Recommendation 3) and participation (Recommendation 4), and those recognizing the unique needs of various industrial sectors and providing for greater flexibility in trades training and certification (Recommendation 5). However from the perspective of the Review Committee, the demands of industrial training in the future will require new initiatives and alternative approaches to training and certification. The following recommendations, therefore, offer a range of initiatives which are not as much a reflection of current needs and concerns raised by the public, but a response to the long-term needs of industrial training in the future.

4.2 EXPANDING THE SCOPE OF APPRENTICESHIP TRAINING

4.2.1 New Industries

The apprenticeship model can play a very positive role in providing the skills required by industry, and in giving Albertans employment opportunities. Apprenticeship training responds directly and immediately to the training needs of industry. It combines the specific training needs of the employer with the broader conceptual training which individual firms also require, but are often unable to provide. It allows both the firm and the apprentice to remain productive while in training, and provides to the individual broad-based, generic training and certification recognizable by all employers in the industry. Industrial training in the wider sense would benefit considerably by having access to the apprenticeship model that although less formal and rigid, would provide the same training resources, expertise and organizational abilities as the current system.

A broader implementation of the apprenticeship model would provde a number of benefits. A flexible training capacity available to all industry would provide a method of resolving manpower bottle-necks, and would assist in attracting new industries to the Province, thereby facilitating the achievement of our economic development and diversification goals through a complementary industrial training strategy and implementation program. Apprenticeship is an inexpensive and efficient alternative to existing institutional delivery or ineffective on-the-job training. In the long-term, the expansion of training opportunities would assist in achieving the greater goal of reduced unemployment and social service expenditures as Albertans continue to maximize their capabilities in the workforce.

Recommendation 15: That the apprenticeship training model be expanded in order to become more available and responsive to the needs of those industries currently not being served by the present apprenticeship system.

4.2.2 New Occupations

Alberta's current apprenticeship program clearly has its roots in the construction and the natural resources industries. No attempt seems to have been made by government to expand the role of the apprenticeship program in a proactive sense, as it is the government's practice to let industry decide and promote the concept of apprenticeshp.

The service sector, whether in tourism, retail, health, or high-tech manufacturing and service, is, in many instances, composed of emerging industries and new occupations. Consequently, representatives from these industries are not organized and often too fragmented to promote any comprehensive training programs effectively. It is no longer sufficient to allow emerging industries to develope the necessary training programs on their own. World competition makes this individualized approach to training inefficient.

The apprenticeship program can have a substanial role to play in providing training for emerging industries and new occupations. But to do so, the program must have the flexibility to accommodate the various needs of these different industries. Alternative delivery mechanisms such as competency-

based training, modular instruction, computer-based training, day release, etc. must be readily available to meet the needs of new occupations. What may be very impractical for an automotive mechanic may very well be the ideal method of training and education for a bank teller or hotel clerk. The existing narrowly-focused system of apprenticeship must be widened considerably to accommodate these new demands.

Recommendation 16: That Alberta Career Development and Employment actively promote the system of apprenticeship training with emerging industries to meet training demands in new occupations.

4.2.3 Industrial Training Advisory Panel

The key factor in the expansion of apprenticeship training to encompass the broad cross-section of Alberta's industries is the support of the employers and employees. Alberta's existing apprenticeship system has been successful because industry provides direction through an extensive network of local and provincial apprenticeship committees. It is this feature that must be translated into expanded industrial training using the apprenticeship system.

As a first step in the expansion of the current apprenticeship system, it is suggested that an Industry Advisory Panel be established to advise the Minister of Career Development and Employment of industry's future training needs. It must be recognized that Alberta's youth, who are now progressing through the educational system, must possess those skills which industry requires if they are to become employed. Through the establishment of an Advisory Panel, involving the captains of industry and the leaders of government, training needs will be more accurately articulated and a broad sense of ownership of the industrial training program will be fostered. For Alberta's economy to move ahead, the leaders of industry must agree to invest in Alberta's and their own future by assuming a more active role in the training of its labour force. The investment they make in training today will yield returns in the form of higher productivity and lower unemployment in the future.

Recommendation 17: That the Minister of Career Development and Employment establish an Industrial Training Advisory Panel to enable industry

to articulate its training needs and share in the planning and implementation of the industrial training program.

4.2.4 Marketing

One of the serious limitations which the apprenticeship system faces in expanding its application is the very narrow knowledge-base upon which many of its participants operate. Expansion of the system requires that the merits of apprenticeship be marketed aggressively to the public and specifically to the following:

a) Industry

As the training system's prime beneficiary, industry must accept a responsibility to participate as an active partner. Entire industrial sectors must galvanize their support for the industrial training program and willingly participate in its development, implementation and continued growth.

b) The General Public

Alberta's consuming public must receive value for its tax dollar. It must be demonstrated to Albertans that the industrial training program is a cost-effective training system. Similarly, it must be demonstrated that it is also effective in providing job training and career opportunities.

c) Within Government

The industrial training program spans two orders of government, federal and provincial, and at least four ministries within the provincal government (Education, Advanced Education, Career Development and Employment, and Labour). These government departments must work out a way to accommodate the program. Priorities must be reset, particularly in the areas of job creation and skill development. Existing government programs will need to be refocused toward the provision of training in areas of employer demand, and skills appropriate to employer needs.

d) The Education System

The teachers in the system must accept industrial training as a viable and meaningful alternative to the academic stream. Students must accept the industrial training program as an honourable alternative to the academic stream. The system must provide multiple entry points to allow re-entry of the unemployed and underemployed and movement from one stream to the other.

Recommendation 18: That the department take measures to aggressively market the industrial training program among its stakeholders: education, industry, government and the public.

4.2.5 Improving Access to Apprenticeship Training

Once having entered the apprenticeship system by securing employment as an apprentice, no barriers have been identified which specifically impeded the progress of individuals from under-represented groups such as women, natives, visible minorities or the handicapped. However, it is equally clear that the occupations now served by the apprenticeship model are heavily male-oriented.

The apprenticeship system readily admits individuals from these various groups but only if an employer is willing to indenture them as apprentices. In view of the fact that the system relies on employers to agree to an apprenticeship program, it is also clear that the system would have a difficult time to enforce accessibility for minorities or women. Certainly a quota system is not feasible, nor indeed desirable. On the other hand, the system is eminently suited for certain minorities because it provides an alternate learning style to those who do not learn well in an institutional environment.

Recommendation 19: That individuals should be encouraged to compete for available opportunities, and:

a) that appropriate programs are essential to assist individuals who are confronted by barriers to entering the labour force,

including but not limited to women, aboriginal people, visible minorities, and the handicapped, to compete in a difficult job market; and

b) that employers be actively encouraged to make apprenticeship positions available to these sectors of society.

4.3 IMPROVEMENTS TO THE APPRENTICESHIP TRAINING MODEL

4.3.1 Transitional Training

Alberta's high schools are attended by many students who aspire to the advanced learning opportunities offered by the province's colleges, technical institutes and universities. Most of those students who complete their educational journey acquire satisfying and rewarding careers.

There are many other students currently in our high schools who have no desire to pursue their studies beyond the age of compulsory attendance. Also there are those who lack the ability or interest to complete an academically-oriented high school program. For these groups of students, an alternative, honourable, vocationally-oriented, industrial education may be more appropriate.

The existing secondary school system stresses academic achievement but neglects the skills required to enter the workplace. Some consideration should be given to providing students with a curriculum which is more appropriate to entering technical schools or apprenticeship training. Emphasis should be placed on English and mathematics relevant to the future course of studies, labour relations, business law, basic accounting, customer relations, sales and marketing, work ethics and labour laws. The entire curriculum should prepare the individual for the world of work, and in addition, give the student practical skills such as consumer and personal finance. Students should also be provided some exposure to the major trade groupings or technologies in order to assist them in the selection of a career path.

Benefits of enhanced industrial education exist for both employers and employees. Employers receive young employees with an education relevant to

industry's needs, as well as an expressed interest in further apprenticeship-like training. High school students receive an alternative, practical education which provides them with marketable credentials to present to employers who are interested in participating in industry or apprenticeship training. In the longer term, the above initiative would also contribute to a lowering of the average age of apprentices and a reduction in the current gap of three to five years in which young people have a difficult time finding employers to offer them jobs or apprenticeships.

Recommendation 20: That a better link be established between secondary education, and apprenticeship and industrial training by offering a more relevant curriculum which enables students to make clear career choices and equips them with the basic, generic skills required to enter the world of work; and that a system of career exploration and pre-employment courses be provided to young people without adequate secondary education to assist these individuals to establish themselves in the workforce.

4.3.2 Alternative Approaches to Indentureship

At present, an apprentice can be indentured only to an employer, represented by a contract between those two parties and the province. This system has become a fundamental principle of apprenticeship and, in general, ensures that participation in apprenticeship is truly responsive to industry demand.

In some circumstances, however, this system cannot provide the continuity necessary to ensure that the full scope of training is available to all apprentices, or that the period spent with each employer is sufficient to acquire the necessary work experience. This is particularly significant when work with a single employer is short-term or sporadic, or in the event that a new or emerging industry is unable to establish or maintain a Local or Provincial Apprenticeship Committee. As well, occasions arise when apprentices, particularly in their final year, lose their employment and are therefore ineligible for the final period of technical training even though the apprentice may have completed the work experience requirements.

In these instances, apprentices are impeded unreasonably in their ability to progress through the program.

Recommendation 21: That, in the event that a contract of apprenticeship has been initiated and subsequently interrupted, where it is deemed to be in the best interests of the apprentice, the Board, through the Executive Director, be allowed to maintain the registration of an apprentice and to work in co-operation with employee or employer organizations to assist the apprentice to fulfill the terms of his/her apprenticeship.

4.3.3 Alternative Approaches To Technical Training

The current format for technical training is a fixed-entry, fixed-exit, block release schedule of traditional classroom and shop work. A number of alternatives to this format were proposed by the public during the hearings. These would make technical training more accessible to the apprentice, and ease the integration of technical training into the various work schedules of employers. The most commonly identified alternatives to this basic format were the introduction of competency-based apprenticeship training (CBAT) or modular training of a more general nature. At present, Apprenticeship and Trade Certification is developing a pilot project to introduce CBAT into three trades in Alberta. The basic element in the switch to CBAT is the movement from variable learning in a fixed time frame to fixed learning occurring within a variable time frame. The key feature in the delivery of CBAT is the modularization of the curriculum. These modules will be the major component for each period of technical training. Having demonstrated a specified level of competence in the modules contained within each training period, the individual would then return to work regardless of the time required to learn the material. The model therefore provides for considerable flexibility in curriclum content and in delivery modes for apprentices of varying ability.

The second alternative suggested, that of a general modularization of the curriculum, was often recommended not so much as an alternative in itself, but as a method to allow other alternatives to be implemented. For the purposes of the Review Committee, "modularization" simply refers to

breaking down the curriculum into self-contained segments. These modules could be completed during the apprenticeship at a time appropriate to the apprentice, depending upon the level of practical experience acquired on-the-job.

The advantage of a modular structure is that it enables a variety of alternative delivery methods such as evening classes, correspondence courses, computer-based delivery, day release, or employer-delivered technical training. Each of these possibilities allows both employers and apprentices greater flexibility in scheduling the time and location of technical training.

However, the use of modular training was also the subject of some concern to many submitters and presenters, often because of the various interpretations placed on the term "modular training". In general, the primary concerns were that the inter-relationship between the various tasks contained in the different modules would be lost, or that the modules themselves would be taught in isolation, producing specialists or sub-journeymen not destined to complete a full apprenticeship.

Clearly, the traditional format for apprenticeship training will remain the primary method of delivering technical training. For some apprentices, the discipline and familiarity of the traditional block release system is required, but others, particularly those in non-traditional apprenticeship industries, should be provided with alternatives offered by less structured delivery methods.

Recommendation 22: That Apprenticeship and Trade Certification examine alternative delivery mechanisms such as competency-based apprenticeship training (CBAT), modular curricula, evening classes, correspondence courses, computer-based instruction, and day-release scheduling, particularly as these apply to the needs of new apprenticeship programs.

4.3.4 Journeyman Updating

The Journeyman Updating program has been a very popular and widely utilized extension of the Apprenticeship training program. It provides short courses to certified journeymen in areas of new technology in order to provide them with an opportunity to keep abreast of recent developments in their trade, and to learn skills required to maintain their marketability. Since 1984, almost 8 000 journeymen have attended the 185 updating courses offered in 31 trades areas. Courses are developed and approved through the normal program development process involving both Provincial Apprenticeship Committees and Apprenticeship and Trade Certification. These programs are offered on demand by the trades training institutions. Updating courses are delivered in whatever manner is most effective, such as evening or weekend classes, day classes, or block release.

The current complement of journeyman updating courses has been made possible through the reallocation of existing resources in the technical training institutions because of reduced apprentice enrolments over the past few years. Delivery has been ad hoc, depending on industry demand and available resources. These courses have been extremely well regarded by all concerned, most probably due to their immediate responsiveness and the ability of the institutions to provide training in new technologies on demand, and tailored to local needs.

Journeyman updating courses are an important part of industry's efforts to maintain a skilled workforce, adequately trained in the new technology which is constantly introduced into each trade. In the view of the Review Committee, because journeyman updating is so responsive to industry needs, that it can best be delivered by technical institutions as continuing education, or through other technical training institutions on a full cost recovery basis to industry. Updating programs could still be submitted to Provincial Aprrenticeship Committees for their endorsement in order to distinguish "approved" programs, from others of a more general interest.

A second concern is the increasing popularity of journeyman updating at a time when apprenticeship enrolments are recovering. Because these programs evolved during a period of under-utilized institutional resources, they

could be offered at minimal cost to the public. However, as apprenticeship enrolments increase, and these resources are more fully utilized, it is becoming apparant that either journeyman updating will have to be integrated into the apprenticeship program, or additional resources found to support such a program on its own.

Recommendation 23: That the current system of ad hoc delivery of journeymen updating be encouraged, and that:

a) such programs be offered by technical training institutions on a full cost recovery basis to individuals and industry; and

b) upon the request of the delivering institution, updating programs may be submitted to the appropriate Provincial Apprenticeship Committee for approval and certification by the Board as an approved program.

4.4 SELF-REGULATING TRADE COMMITTEES

In Alberta there are a variety of professional and occupational groups which, to differing degrees, have legal authority to regulate the activities of their members. These groups vary from those with considerable autonomy, such as physicians, engineers, lawyers and nurses, to those which administer regulations provided through broader legislation, such as respiratory technologists and emergency medical technicians. The authority for these professional bodies is provided through two types of legislation:

a) specific professional legislation, wherein a single act provides unique regulatory powers to a specific professional body; and

b) omnibus legislation under which a number of professional groups eligible for designation under the Act are provided a specified package of services and legal protections. Alberta offers three Acts of this type:

i) the Health Disciplines Act;

ii) the Professions and Occupational Associations Registrations Act: and

iii) the Manpower Development Act.

In addition, over the past decade, there has been a proliferation of professional legislation in Alberta which has resulted in a considerable degree of inequality in the protections available in law, and the degree of autonomy available to professional bodies. In order to provide some standards in the preparation of such legislation, the government has adopted a "Policy Governing Future Legislation for the Professions and Occupations" which is currently being revised.

Under the Review Committee's proposal, Provincial Apprenticeship Committees would be eligible to apply for self-governing status under the Act. A self-governing trade committee would be granted limited powers to administer the regulations pertaining to that trade, including entry eligibility, standards of practice, and investigation of complaints. Membership in the governing body of the trade would retain the principle of equal representation from employers and employees in the trade. Prior to application, Provincial Apprenticeship Committees would remain unchanged in structure and authority, until such time as each Committee could demonstrate to the Board:

a) that any changes to the current structure, representation or membership fairly represent the interests and participation of all concerned with the trade; and

b) that the new Committee has the capacity to administer the regulation responsibly and fairly.

4.4.1 Self-Governing Status and Responsibilities

Upon designation under the various legislative vehicles available to the professions or occupations, there is a requirement that the professional or occupational body, in co-operation with the Board, establish regulations governing eligibility for membership in the professional body, standards of practice, investigation of complaints, and in some cases disciplinary

action which might be taken. Once approved by the Board, these regulations are then enforced by the professional body.

It is a requirment of all professional and occupational bodies, with only a few exceptions, that they function in a role unique and separate from that of their bargaining agents. This ensures that a conflict of interest does not arise and that professional standards are maintained by one body, while the other negotiates working conditions. The current provincial and local apprenticeship committee structure is a unique example of the separation of these responsibilities. The principle of equal representation of employer and employee ensures that the interests of both parties are preserved as they relate to the standards of apprenticeship and trade practices, leaving specific disputes over working conditions to the bargaining table. Given the existing structure and authorities provided to current Provincial Apprenticeship Committees, the Review Committe is of the opinion that some provision for self-regulation among the trades should be made in the revised Act.

4.4.2 Advantages To The Approach

The use of self-governing trade committees in the implementation of the many recommendations contained in this report would provide a useful framework for resolving many of the more difficult problems facing the apprenticeship system. The major advantage of this approach is that it places the resolution of disputes concerning individual trades into the hands of those most able to arrive at a solution. Currently, Apprenticeship and Trade Certification is asked to resolve issues often outside its capacity. Under self-governing trade committees, problems could be dealt with at their origin through mediation by individuals concerned with the trade and familiar with local circumstances. Problems which are now only loosely related to the primary concerns of the apprenticeship system would be more appropriately directed to other forums for resolution. These would include bi-lateral negotiations between employer and employee, the bargaining table, industry associations and, of course, the labour market.

The role of the Board becomes one less concerned with the details of program delivery, and more with ensuring a "level playing field". The Board has a responsibility to ensure that a Trade Committee and its governing body represent fairly the interests of industry, and the concerns of all employers and employees engaged in the trade as well as the economic interests of the province. Having established that all are fairly represented, it is then the responsibility of the Trade Committee to address the detailed concerns of each trade, relieving the Board of the responsibility to make informed decisions on matters of technical detail.

The enhanced powers of the Trade Committees and the Board will encourage greater participation of all concerned parties to ensure that their interests are taken into account. Concern has been raised that under the current system, representation from various industries and certain levels in their organizations has been absent, resulting in a growing irrelevancy of the apprenticeship programs to their unique needs. Closer contact with the trade committees and an increased authority to respond to new demands will encourage those who have opted out of the apprenticeship system to provide a greater contribution.

Finally, and probably most significantly, the granting of self-governing powers to trade committees will confer on their members a status and sense of achievement equal to other professional bodies possessing such powers. A certain amount of public education will be required to inform consumers of the implications of protection of title and the merits of securing a qualifed tradesman to perform a task, rather than an untrained worker, even if it requires paying a price premium. Those engaged in the trades on a regular basis are fully aware of this distinction. Self-regulation would provide qualified journeymen with the public recognition and the professional status they deserve.

Recommendation 24: That the Act governing apprenticeship and trade certification be amended to bring it in line with other Acts governing the designation and regulation of professions and occupations, and the policy governing such legislation. Provision should be made for Provincial Apprenticeship Committees to apply for self-governing trade status, granting limited powers to administer

the regulations pertaining to that trade, upon demonstration that the self-governing trade committee fairly represents the interests of all concerned with the trade, and is capable of administering the regulations fairly and responsibly.

4.5 FINANCIAL ASSISTANCE

The relationship between the employer and the apprentice is based upon a contractual agreement between the two parties to perform work according to certain specifications and to receive remuneration which is proportional to that of a journeyman, based on productivity. An apprentice is an employee who normally can be expected to earn his/her wage, and therefore employers should not incur a cost by employing an apprentice.

In reality, general economic conditions and the business success of each firm determine the cost effectiveness of employing an apprentice, and programs of both the federal and provincial governments have subsidised both employers and apprentices. At present, the federal government supports apprentices while they are attending technical training, and the provincial government provides wage and training subsidies to employers to take on new apprentices.

During the course of the public hearings, the Review Committee received considerable comment on both the real impact of government subsidy programs and the appropriateness of engaging in such efforts. Concern was expressed over the current short-term duration of wage and training subsidies. At present, subsidies are available generally for only a period of six months to one year, and apply only to the employment of first year apprentices, resulting in a number of unemployed second-year apprentices. In the view of the Review Committee, if these programs are to continue, the subsidy should run for the duration of the apprenticeship, possibly with an incentive structure to retain the apprentice for the full course of training.

Recommendation 25: That, while the Review Committee feels that employment subsidies are inappropriate for apprenticeship training, if they are to remain, such programs should continue for the duration of the period of indentureship through to certification.

CHAPTER 5.0 CONCLUSION

Throughout the review process, the Review Committee was reminded by all stakeholders that Alberta's apprenticeship system is fundamentally sound. The journeymen it produces are skilled and able workers. The journeymen who have progressed through the system, and the apprentices who are currently indentured, view apprenticeship training (as one apprentice in Fort McMurray said) as the chance of a lifetime to gain marketable skill training which will insure their economic future. In addition, the employers, by and large, are satisfied with training offered by the system. The skills acquired by apprentices are relevant to industries' needs. To be sure, there are some problems with the system and the recommendations outlined in Chapters 3 and 4 are meant to address many of these problems.

The challenge of the future remains. The economy and workplace are changing in Alberta. Our businesses face a more competitive environment both technologically and internationally, particularly as we enter into the new economic challenges of a free trade agreement with the United States. The Alberta economy, as discussed previously, is undergoing a fundamental shift from natural resources-based, goods-producing industries, to human resources-based, services-producing industries. The rapid formation of new business, particularly small businesses engaged in new forms of enterprise, is an indicator of the economic development and diversification underway in the province. The availability of a skilled and adaptable labour force in the province is critical to sustaining this growth and diversification.

Albertans are well aware of the challenges of the future and the opportunities which growth and diversification bring. For a number of years now, post-secondary institutions have experienced increasing enrolments which continue to strain the capacities of their available resources. Students now, more than ever, are concerned with the utility of their studies and their application in the labour market. Consistent with these trends, there is an increasing participation in retraining and upgrading programs, and a growing acceptance of 'life-long learning' and recurrent training as a necessary survival skill in today's labour market.

Apprenticeship has a long history and a tradition which has resulted in strong public support for its existence as an institution. The elements of apprenticeship which have sustained its existence in the past, are precisely those which make it so suitable to the training demands of the future. The apprenticeship system is not broken, nor is it in need of repair. It must however undergo regular maintenance to keep it functioning smoothly and to be kept in tune with its changing environment. Finally, as an institution of which Albertans and Canadians can be proud, it must have the benefit of all the new advances made in the field, to be continually improved, in order that the system of apprenticeship training in Alberta is able to respond quickly and appropriately to the opportunities and dilemmas facing it in the twenty-first century.

It is with this intention that the Apprenticeship and Industry Training Review Committee has conducted its activities. The Committee hopes that the recommendations contained in the report will assist in making the apprenticeship training program the best that the Province can offer, continuing to offer Albertans an industrial training alternative in direct response to the needs of Alberta's industries, now and in the future.

APPENDIX A

LIST OF SUBMITTERS

Of the written submissions, the majority represented the views of Alberta's employers. One hundred and eleven briefs (46%) originated from employers. About a quarter of the employers' submissions were received from associations. Various individual employees and employee association or union representatives submitted 54 written briefs (22%). A few of the briefs (4%) were jointly submitted by employers and employees. The remaining 68 briefs (28%) represented the views of other individuals or organizations associated in ways other than through the employer or employee relationship.

A & B Line Construction

Alberta Advanced Education

Alberta College - Inst. Faculties Assoc.

Alberta Federation of Labour

Alberta Government Telephones

Alberta Pipe Trades Association

Alberta Tourism Education Council

Alberts Beauty School

Allstar Cabinets & Fine Woodwork(84)Ltd.

Alta. Beauty School Assoc.

Alta. Chamber of Resources

Alta. Labour Electrical Protection Br.

Alta. Projectionists Local 302 of LATSE

Alta. Urban Municipalities Assoc.

Argo, Brad

Assoc. of Records Mgrs. & Admin.

Baker Electronic Enterprises Inc.

Batycki, Richard

Blanchard, Raymond

Advance Tool, Die & Machine Ltd.

Alberta Blacksmith Society

Alberta Construction Association

Alberta Floorcovering Assoc. (1979)

Alberta Nursery Trades Association

Alberta Power Limited

Alberta Transportation

Alco Gas & Oil Equip

Alpine Press Ltd.

Alta. Bldg. Trades Councils - Prov. N.

Alta. Federation of Alta. Gas Co-ops Ltd

Alta. Mechanical Officials Society

Alta. Roadbuilders & Heavy Const. Assoc.

Apprenticeship and Trade Certification

Assoc. of Records Mgrs. & Admin.

Automotive Retailers' Association

Barton, Ian

Bebyck, Tom

Bloor, Dr. Earl

Bohay, T. Allan

Borza, Kevin

Calgary Chamber of Commerce

Calg. Assoc.-Children&Adults-Learn Dis.

Cambium Woodwork Ltd.

Canada Safeway Ltd.

Canadian Paperworkers Union, Local 855

Can. Federation of Chefs de Cuisine Edt.

Carter, Ted

CBR Cement Canada Ltd.

Christian Labour Assoc. of Canada

City of Calgary Electrical Insp. Div.

City of Lethbridge Electrical Dept.

City of Lethbridge Electrical System

Command Electric Ltd.

Construction Owners Assoc. of Alta.

Crown Cork & Seal Canada Inc.

Dix, Steve

Dow Chemical Canada Inc.

Edmonton Chamber of Commerce

Edmonton Telephones

Electrical Contractors Assoc. of Alta.

Eliason, Grant

EXES Hair & Skin Care Centres

E.C.A.A. Northeast Chapter

Farm Training Program, Alta. Agriculture

Field Aviation Co. Ltd.

Boilermaker Apprent. Admin. Agenc. Alta.

Bruckner, A. Gunter

Calgary Personnel Assoc.

Calg.&Dist Counc. Broth. of Carp.&Joi.AM

Camco Inc.

Canadian Manufacturers Assoc.

Canadian Petroleum Association

Career Development and Employment

Carway Engine Services

Champion Forest Products (Alberta) Ltd.

City of Calgary Electric System

City of Edmonton Personnel Dept.

City of Lethbridge Electrical System

Clement, Mrs. J.

Construction Labour Relations

Const. & Gen. Workers Training & Trust

Ditchfield, S.S.

Dollman Welding Ltd.

Earth Sciences Div. Groundwater Prot.

Edmonton Power

Edmt. Assoc. of Sheet Metal & Air Cond.

Electronic Retail Service Dealers Assoc.

Esso Resources Canada Ltd.

Expert Woodcraft Mfg. Ltd.

Fairview College

Ferguson Bus Lines Ltd.

Field Services, Apprenticeship&Trade (3)

Field Services, Career Dev. & Employment

Food Service Division Alberta Ltd.

Four Seasons R. V. Centre

Gendreau, Carol

Gilks, George

Golosky, Jack

Graff, Otto

Hair Discovery by Franko

Hoffmann, Walter

Hurst, Tom

Int. Union of Operating Eng.&Crane Own. (3)

Jacklin, Mr. Paul

Jacobsen's Beauty Academy

Jeneroux, Frank

Jensen Radio & T.V. Co. Ltd.

Johnson, Wes & Trafford, Neil

Johnston, H. R.

Kay, Pauline

Keels, Sharon

Kohl, Werner

LAC-Heavy Duty Mech, Vermillion

LAC - Partsman

Lakeland College

Lefebvre, H. T.

Ling, Grant

Lyn Banister Pontiac Buick Ltd.

MAG Agencies Ltd.

Flor-Lay Services

Fort McMurray IGA

Fritz Plumbing and Heating Ltd.

GF Electric

Golledge, Jack

Gordon, Al

Griffin Glass (1981) Ltd.

Herbert, Grant

Hunter, Audrey

IBEW Council of ALberta

Iron Workers Apprenticeship Admin. Agen

Jackson, R. A.

Jean's Printing

Jenkins, Charles

Johnson, Ron

Johnston, Byron S.

Kayway Manufacturing

Kazoo Hair Salon

Kerstens, George

Labelle, Ron

LAC - Electrician Vermilion

LAC-Millwright

Leavitt, Doreen

Leithner, Joseph

Local Advisory Committee of Calgary

Lyons, Gerald

Mahon, Bill

Malarsky, Ernest

Mansfield/Morrison C.D.&E./Labour

Masonry Contractors Assoc. of Alta.

McGuire, Mark

McMurren, R.

Memorial Univeristy of Newfoundland

Meyers, Dr. Albert

Millwrights Union (1975)

Mimnagh, Glen

Motor Mech LAC Vermilion

Mr. Marcel Hair Design Calgary Ltd.

Nickle, John

Northwestern Utilities Ltd.

N.A.I.T.

Oumet, Laurier

Paschen Electric Ltd.

Petro-Canada Inc.

Prairie Masonry Research Institute

Proctor & Gamble Inc.

Professional Electronics Guild Of Alta.

Queen's Bakery & Cafe Ltd.

Ramsay, George

Raymond Salons

Refrig. & Air Cond. Cont. Assoc. of Alta

Routh, Gordon

R. S. Line Contr. Co. Ltd.

Self/Glassworker PAC

Manalta Coal Ltd.

Marvel Trade & Business College

Matt-n-Al Woodworking Ltd.

McMullen's Refrigeration & Heating Ltd.

Mechanical Contractors Assoc. Of Alta.

Merit Contractors Assoc.

Millman's Communication Services

Millwrights, Machinery Erectors & Main.

Moriartey, James

Mountain Mobile Communications Ltd.

Nicholson Chevrolet (1977) Ltd.

Northern Alta. Arch. Woodwork Man. Assoc

Novacor Chemicals Ltd.

Occupational Health & Safety Council

Palliser Environs

Pelican Spruce Mills Ltd.

Popow & Sons Body Shop Ltd.

Printing & Graphics Assoc. of Alberta

Professional Electronics Guild of Alta.

Pronyshyn, Ron

Ramada Hotel/Fort McMurray

Ravenson Lloyd & Assoc.

Red Deer College

Roth, Darrel

Rumsey & Cook

SAIT

Sheet Metal Workers' International Assoc

Sheet Metal Workers' Int'l Assoc., Loc 8

SMED Manufacturing Inc.

Smith, George

Southern Alta. Bakers Assoc.

Stewart, G. J. M.

Stylerite Enterprizes Inc.

Tanne, et al.

The Final Touch Ltd.

TransAlta Utilities Corporation

Tri-M Loss Control Systems Ltd.

Untd. Brthhd. Of Carpenters & Joiners

Van Dongen, Oscar

Vinnell, W. Fred

Wall, Dave

Watson, Cathy

Western Star Trucks

Westridge Construction Ltd.

Woods, William

Workers' Health, Safety and Compensation

Zygon, et al

Simpson, Al

Smith, Gene H.

Sonnenberg, Ozzie

Standard Electric Ltd.

Strong, C. R.

Syncrude Canada Ltd.

Terrace Fifteen Restaurant

Thorsley, Blaine

Tribe, E.

Unocal

Untd. Steelworkers of America Local Uni.

Vervoorst, Egon

Walker, Wendel

Waters, Ray

Western Indust. Research & Train Ctr.

Westerra institute of Technology

Whalen, Greg

Woodward, R.

Wutzke, Gerald L.

APPENDIX B APPRENTICESHIP TRAINING AND THE ECONOMIC GOALS OF THE PROVINCE

B.1 INTRODUCTION

Apprenticeship is a training program which is strongly tied to the economy. The program is intended to provide skills in demand by industry; this program is designed to involve the representatives of both employees and employers in directing the operations and content of each trade; and participation in the program is entirely dependent upon the demand for the skills of each trade. The long-term economic goals of the Government of Alberta play an important part in determining how the apprenticeship program should properly respond to the changing demands of Alberta's economy.

The Committee reviewed documents containing various economic statements and has summarized the implicit goals of the province in this appendix. As such, these goals and directions provide the background for the assessment of various policy recommendations.

B.2 ECONOMIC DEVELOPMENT GOALS OF THE ALBERTA GOVERNMENT

The economic development goals of the Alberta Government have undergone considerable change and re-examination throughout the 70's and 80's as the Province experienced rapid growth and transformation. Many of these economic development goals have achieved successful results that have enabled the Alberta economy to sustain much of its strength, and to withstand recent low market prices for its energy and agricultural resources. However, throughout this period, the primary economic development goal of the Alberta Government has remained and continues to be the diversification of the Alberta economy.

Diversification encompasses a wide range of economic activities that are intended to:

a) broaden the economic base of the province and its regions, so that there is a decreasing dependence on a small number of major industries;

b) add stability to the economy by minimizing the income fluctuations associated with industry market cycles; and,

c) increase per capita income over the long-term through the positive effects of a stable economy.

The Alberta economy has made considerable progress over the last ten to fifteen years toward this goal. This is particularly evident in industries such as petrochemicals, agricultural processing, forest products, coal developments, engineering services, tourism developments, broadcasting, publishing and film enterprises, and the fashion industry.

Future opportunities for economic diversification are more likely to be associated with new knowledge and capital intensive industries than with primary resource extraction and labour-intensive manufacturing. The new knowledge-based industries, which include telecommunications, advanced materials, pharmaceuticals, and biotechnology and other emerging industries, such as tourism and leisure/cultural, would appear to be the most dynamic in terms of trade expansion and growth potential. The majority of new jobs, the fastest growth in exports and the greatest profitability are likely to occur in these areas during the next decade.

The Alberta Government views increased productivity as the key to achieving economic diversification. It strongly encourages the various sectors of the Alberta economy to strive to be competitive both domestically and internationally. If Alberta businesses are to compete successfully in the highly competitive and interdependent world that will characterize the business environment of the future, a major emphasis must be placed on introducing increased numbers of Alberta businesses to export markets. Access to the U.S. market, therefore, is critical to the continued growth and diversification of the Alberta economy, as is the expansion of inter-provincial trade through the reduction and elimination of interprovincial trade barriers.

A variety of factors will affect the success of Alberta's diversification efforts. None is as critical as the Alberta Government's continued efforts to assist the advancement and adoption of new technologies. Small business and entrepreneurial development are also viewed by the Alberta Government

as the primary vehicles by which the province will seek to achieve its economic goal. Other factors affecting diversification of the Alberta economy include: the efficiency of its transportation and distribution system; the availability of educational, research and telecommunications' information systems; and, the maintenance of a high quality of life in the province's urban and rural areas.

To realize the goal of diversification and economic strength, there are a number of supplementary goals which the province is pursuing. Among them:

a) Maximize the significant resources and talents that are the major strengths of the Province's economy, and to minimize inherent weaknesses as far as possible. The energy, agriculture, forestry, research and technology, and tourism sectors are seen by the Alberta Government as key sectors on which to build a stronger economy.

b) Encourage and support an economic climate conducive to entrepreneurial activities and investment.

c) Continue to upgrade the training and skills of Albertans in order to create a more flexible, highly-trained workforce capable of higher productivity and greater job marketability.

d) Endeavour to provide opportunities for balanced growth across the Province.

B.3 TRAINING, THE LABOUR MARKET AND THE ECONOMY

The above economic development goals indicate that the maintenance of a flexible and highly trained workforce is essential to a healthy labour market, and that a smoothly functioning, demand-responsive labour market is a key ingredient for economic growth and diversification. The degree to which future education and training policies provide Albertans with the skills needed to meet Alberta's labour market requirements will substantially affect the future prosperity of Albertans.

To ensure a continued investment in the human capital available within the province, the Government of Alberta has maintained a number of on-going

commitments to the enhancement of education and training facilities and opportunities available in the province. These include:

a) Maintaining a province-wide system of post-secondary education institutions that will enable Albertans to obtain the knowledge and skill training required for current and future needs of the labour market and for becoming productive members of society.

b) Ensuring that broadly based skill training is available to facilitate both occupational and geographic mobility and which will enable individuals to adapt to technological change.

c) Working closely with both existing and emerging industries to identify current and future demand for and shortages of skilled and highly qualified workers.

d) Encouraging corporations and industrial associations to undertake increased training initiatives to provide skills essential to their industry.

e) Providing increased opportunities through the post-secondary educational system for individuals to update their skills and acquire additional education throughout their careers.

B.4 PRINCIPLES OF LABOUR MARKET-ORIENTED TRAINING

In response to the changing economic structure of Alberta and needs of the Alberta labour force, and because of the strong link between training and the economy, the Review Committee felt that it was necessary to establish a set of guidelines which would act as a reference point for its final deliberations.

The Committee identified the fundamental objective of labour-market oriented training to be maximization of the prosperity of all Albertans by providing long-term vision, and a co-ordinated public, private and educational approach to training. In doing so, it should be the objective of government to encourage a healthy economy through the continued development of a skilled and adaptable labour force which would facilitate industrial expansion and diversification.

To accomplish these objectives there is a need to, simultaneously:

a) encourage the development of a a suitably trained workforce available to industry in the province;

b) encourage the people of Alberta to acquire the skills necessary to take advantage of employment opportunities; and

c) encourage the development of training programs and opportunites that will provide Albertan's with the skills demanded by industry, wich equal opportunity for access to purposeful training programs for all Albertans.

With these goals objectives as guidelines, the Review Committee considered the input received through the written submissions and public hearings and developed the recommendations contained in the body of this report.